

REPORT TO THE CITY PLANNING COMMISSION AND THE REDEVELOPMENT AGENCY

A PRELIMINARY PLAN FOR A PROJECT IN THE  
SOUTH OF MARKET REDEVELOPMENT AREA "D"

MAY 1957

DOCUMENTS

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PREPARED BY THE STAFFS OF THE  
SAN FRANCISCO DEPARTMENT OF CITY PLANNING  
AND THE SAN FRANCISCO REDEVELOPMENT AGENCY

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San Francisco (Calif.).  
Dept. of City Planning.  
A preliminary plan for a  
project in the South of  
1957.

May 14, 1957

San Francisco City Planning Commission  
100 Larkin Street  
San Francisco 2, California

San Francisco Redevelopment Agency  
512 Golden Gate Avenue  
San Francisco 2, California

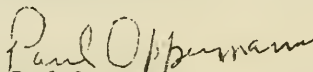
Dear Members:

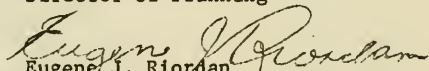
Pursuant to the action taken by the Board of Supervisors by Resolution No. 17269 on November 28, 1956, to modify the boundaries of the designated Redevelopment Area D in the South of Market district in accordance with the recommendations of the City Planning Commission and of the Redevelopment Agency, and to the appropriation of \$5,000 by the Board of Supervisors by Ordinance No. 10050, approved on December 26, 1956, "for the preliminary planning of the newly redesignated Redevelopment Area D, South of Market", there is transmitted herewith for your consideration a report and recommendations on a Preliminary Plan for a Redevelopment Project in the South of Market Area.

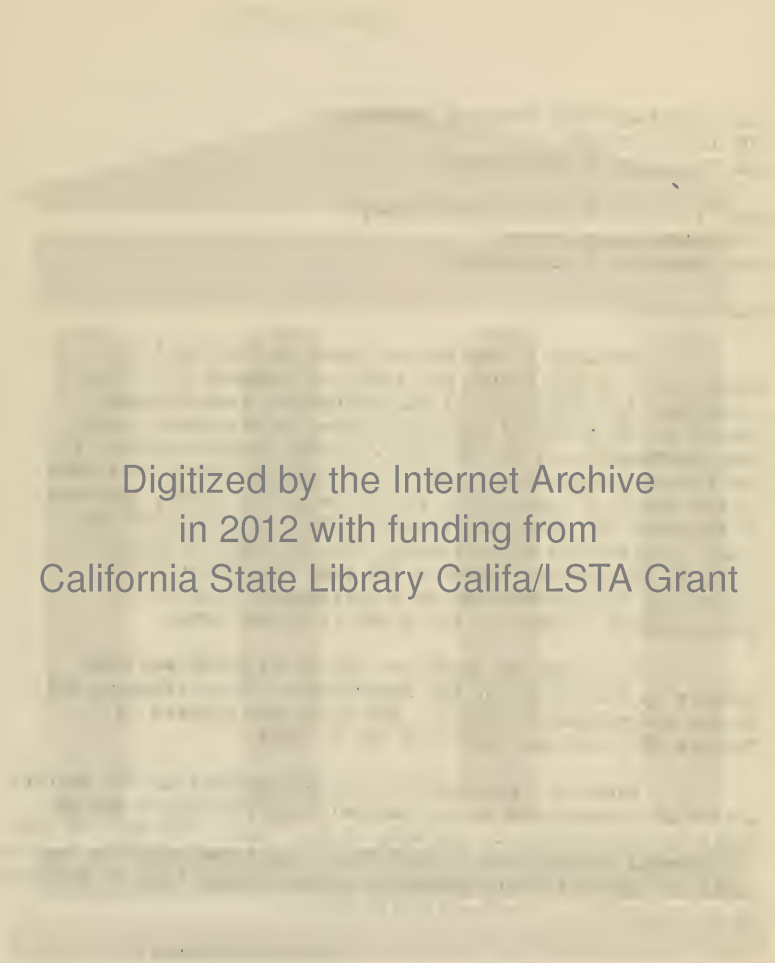
The study on which the report is based was made jointly by the staffs of the Department of City Planning and of the Redevelopment Agency. The study was started in January 1957 and was completed May 1, 1957.

Findings, conclusions and recommendations for further action are summarized at the beginning of the report and are described more fully in the body of the text. The text of the recommended Preliminary Project Plan, complying with the requirements of the California Community Redevelopment Law, is attached as an appendix to the descriptive report.

Very truly yours,

  
Paul Oppermann  
Director of Planning

  
Eugene J. Riordan  
Director of Redevelopment Agency



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Letter of Transmittal

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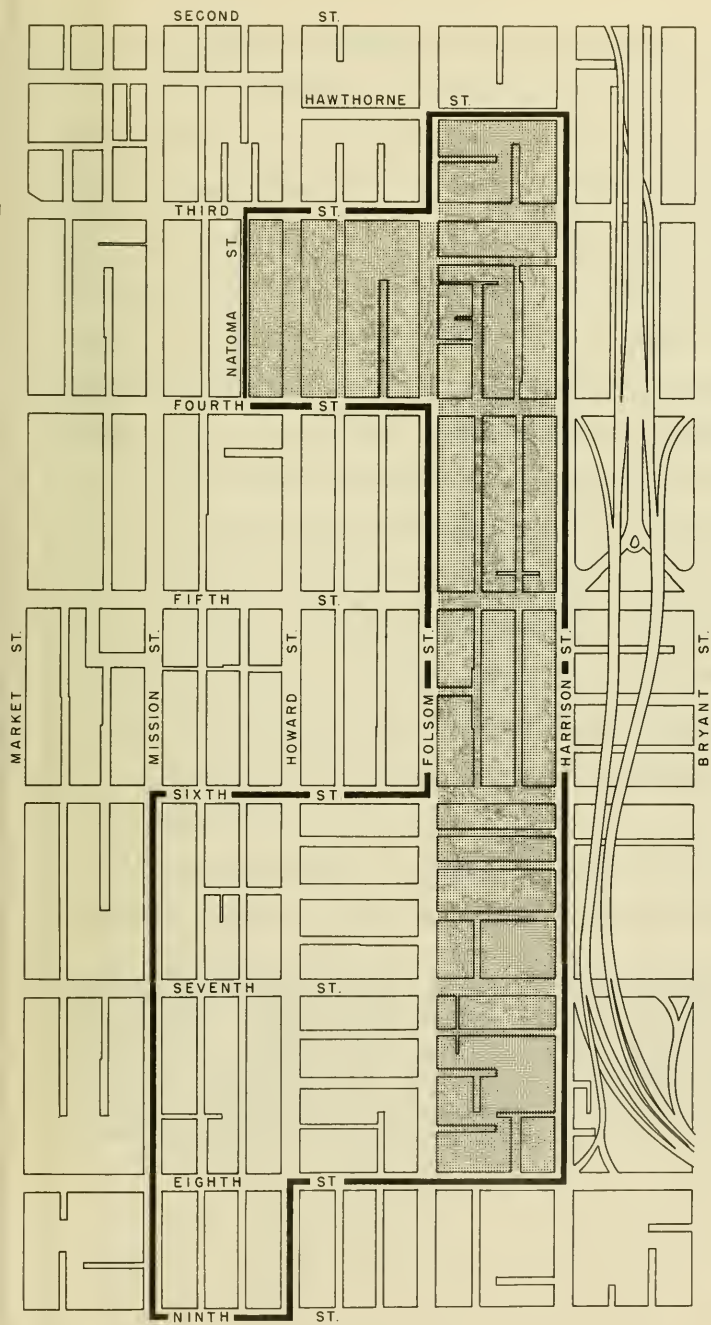


## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

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- ° The South of Market district today contains some of the poorest quality housing in the city. It also provides an inadequate environment for industries.
- ° The clearance of pockets of residential slums will make possible the retention of important industrial plants that might otherwise move out of the city altogether and the attraction of other industries which would not consider the location in its present condition.
- ° In reply to a questionnaire survey of the industries in the South of Market Redevelopment Area D, interest in participation in redevelopment was indicated by 55 firms which would like to acquire additional property, by 65 firms which would acquire new sites, and by 84 firms which would occupy new facilities constructed by others within the redevelopment area.
- ° It is recommended that Project Area D-1 be established in the blocks bounded by Eighth Street, Harrison Street, Hawthorne Street, Folsom Street, Third Street, Natoma Street, Fourth Street, and Folsom Street, including all of Assessor's Blocks 3734, 3751, 3752, 3753, 3754, and 3755, and parts of Assessor's Blocks 3723 and 3750.
- ° It is recommended that redevelopment in the project area include clearance of all residential structures, the clearance of some older industrial structures, the closing of some interior streets, and the widening and opening of others.
- ° It is recommended that the frontage on Third and Fourth Streets be used for general commercial purposes, and that the remainder of the project be used for light industry.
- ° It is estimated that the 1,140,000 square feet of land to be acquired will cost on the average eight dollars a square foot and that cleared land will sell for an average of three dollars per square foot.
- ° The net project cost is estimated to be six million dollars. If financed with federal aid, this would require a capital grant of four million dollars and local aid of two million dollars.





# SOUTH OF MARKET REDEVELOPMENT AREA

## REDEVELOPMENT AREA "D" AND RECOMMENDED PROJECT AREA "D-1"

- BOUNDARY OF REDEVELOPMENT AREA "D", DESIGNATED BY BOARD OF SUPERVISORS RESOLUTION 17269, NOV. 26, 1956
- ▨ RECOMMENDED PROJECT AREA "D-1"



0 FEET 400



## I THE PURPOSE OF REDEVELOPMENT SOUTH OF MARKET.

In 1953 the Board of Supervisors, acting upon the recommendations of the Redevelopment Agency with the concurrence and approval of the City Planning Commission, first designated Redevelopment Area D in the South of Market district. In 1956, the designated area was modified and decreased in size after a serious effort had been made by some property owners in the area to rescind the designation altogether. The Board of Supervisors, however, retained the designation\* as evidence of the official policy of the city to achieve two basic land use objectives:

- 1) The removal of residential uses from the area which, because of their mixture with industrial and commercial uses and because of their location on narrow alleys and small lots, provide a substandard and blighted living environment; and
- 2) The creation of larger parcels of land for industrial use, thereby eliminating conditions of blight, improving the short supply of industrial land, and increasing the tax base of the city.

The South of Market district today contains some of the poorest quality housing in the city. Before the earthquake and fire of 1906, the

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\*The designated Redevelopment Area D is bounded by Mission Street, Ninth Street, Howard Street, Eighth Street, Harrison Street, Hawthorne Street, Folsom Street, Third Street, Natoma Street, Fourth Street, Folsom Street, Sixth Street and Mission Street, and includes the southern one-third of Assessor's Block 3723, all of Assessor's Blocks 3726, 3728, 3730, 3731, and 3734, the western half of Assessor's Block 3750, and all of Assessor's Blocks 3751, 3752, 3753, 3754 and 3755.



district was a solid and stable residential area, enjoying a fine climate and proximity to the center of the city, and was reasonably well provided with necessary community facilities such as schools and parks, churches, boys' clubs and food stores. The district nurtured many of the leading citizens of the city whose antecedents are reflected and recalled in periodic meetings of the "South of Market Boys." Like the South of Market boys themselves, however, many of the institutions and facilities of the South of Market district have moved out of the district or have ceased to exist altogether, for since the earthquake and fire of fifty-one years ago, there has been a gradual but steady decrease of residential uses in the area as commercial and industrial uses have superseded them. The environmental quality of the remainder of the residential buildings has diminished as the mixture of land uses and of different types of traffic has increased, as the principal park was abandoned, as the only playground was displaced by the girdle of freeways encircling the central core of the city, and as many of the remaining dwelling units were converted into more numerous and smaller units.

The gradual deterioration of the area as a residential district results in a startling contrast between overcrowded buildings on overcrowded lots on narrow alleys and prominent skyscraper office buildings, such as the Telephone Building and the Central Tower, and major banks and stores on Market Street.

The squalor in the alleys of the district typifies the conditions of blight which the Community Redevelopment Law was enacted to remedy. As stated in the memorandum report to the Public Buildings, Lands and City Planning Committee of the Board of Supervisors from the City Planning







Commission and the Redevelopment Agency, dated November 19, 1956: "At best the residential environment is grim and unwholesome. An iron foundry is not a compatible neighbor for a school, nor does a truck terminal create an environment in which people should live and children play. At worst, the area contains the most exaggerated type of urban residential slums anywhere in California or the west. This condition, in the very core of the city, between the southern and eastern downtown gateways on the Bayshore Freeway-Bay Bridge axis and the financial and retail centers on Montgomery Street and Grant Avenue, is one which civic self-respect should require be remedied."

On the other hand, the South of Market district leaves much to be desired from the point of view of industries that are located there or that under more favorable circumstances might be attracted to the area. Narrow alleys, an almost total lack of off-street parking and loading space, the scattering of residential buildings, children playing in the streets, and homeless men stumbling in the gutters, contribute to an industrial environment so poor that many industries have left the city for greener pastures across the Bay or down the Peninsula.

In order to conserve the industrial plants that are situated in the South of Market area and to make possible desirable expansion and adequate off-street parking and loading, it is necessary that additional land be made available. The clearance of pockets of residential slums, in itself important to the city's welfare, will make possible the retention of important industrial plants that might otherwise move out of the city altogether and the attraction of other industrial land users who could not consider the location in its present condition.



It is with this two-fold goal - - 1) removing blighted residences from this part of the central core of the city and 2) providing land and an attractive environment for industry, particularly service and distribution types of industry - that this report and its recommendations are made.



## II SOUTH OF MARKET AS A PLACE OF RESIDENCE.

The case against the South of Market district as a place of residence, particularly for families with children, has been so well documented that it does not need further general review here. However, a review of the available facts and figures about the people who live in the designated redevelopment area and the buildings and surroundings in which they live, will help to define the problem more precisely.

The sources for the following tables, estimates and observations which pertain to the blocks in the designated redevelopment area are the 1950 U. S. Census, records of the housing survey conducted in the South of Market district by the San Francisco Department of Public Health in 1953-54, current San Francisco Housing Authority, Public Health, Public Welfare and School Department records, the 1948 and October 1956 land use maps of the Department of City Planning, and recent field inspections by staff representatives of the Redevelopment Agency and the Department of City Planning.

Table I shows by blocks the number of acres in residential, commercial, industrial and other ground floor uses in the designated redevelopment area in 1948 and 1956. The gain in industrial acreage of 6.6 acres is the most striking change in use in the area. Vacant land in the area was reduced from 4.56 acres in 1948 to 2 acres at the time of the survey last fall. Since then the vacant land has been further reduced by approximately one half an acre. The remaining one and one-half acres of vacant land is in small scattered parcels. The loss of one acre of residence in the eight years between the surveys reflects the slow decline of residential use in the blocks under consideration.



Table II shows the number of structures, open uses and vacant lots in each block of the designated redevelopment area. There are approximately 990 lots in the entire area and more than 800 separate owners. It should be noted that approximately one third of all the structures in the area are entirely residential in use, but that these occupy only some 15 percent of the net land area, reflecting the crowding of residential structures on small lots.

Table III indicates details of the residential pattern and local service stores. Of the 1533 dwelling units noted, only 36 are in structures housing a single family. (This does not include residence over commerce or industry.) There are 67 two-family buildings in the area, 108 apartment houses for three or four families and some 66 apartment houses containing five or more dwelling units. Fifty-eight of the 77 hotels are clustered along Third Street, on Howard Street between Third and Fourth Streets, and along Sixth Street in the blocks between Mission and Folsom Streets. The remaining 19 hotels are scattered throughout the area. Local service stores follow this same pattern of concentration. Of the 204 noted in the area, 176 are in the blocks with the hotels. Sixty-three of the 69 vacancies in local service stores were in these same blocks. Included in the local retail outlets or service shops noted on field inspection in the redevelopment area were 39 restaurants, 32 bars, 14 local service laundries or cleaners, and 13 grocery stores, of which two are known to have a city-wide clientele. There were 13 second-hand stores in operation, most of which advertised "Loans". Some deal only in clothing or tools, while others display the usual miscellany found in a pawn shop. There were nine barber shops noted in the area and one beauty





shop, as well as several shoe and shoe-repair shops, a new clothing store and a watch mender. Most of these shops are in small rented quarters and many of them are marginal in aspect. Although the impact of residential displacement would seriously affect some of them, it does not seem that a planned relocation of the residential population which these stores serve would have serious economic consequences.

Table IV gives the number of people living in the area at the time of the 1950 U. S. Census, and a count made by the Health Department during the housing survey in 1953-54.

#### Population Characteristics.

No census of the population was taken during the present study, but based on available evidence from the sources quoted it is estimated that there are 7850 persons now resident in the redevelopment area. This represents approximately 1700 families and some 3600 single individuals. Less than 10 percent of the residents are owner occupants, and records indicate that there is a high population turnover in the area. No estimate was made of the income level of persons in the designated areas but the median income reported for the general area is less than one-half the median income reported for the city as a whole. Another indication of the low economic level of the population is that approximately 33 percent of the indigent aid cases handled by the Department of Public Welfare in San Francisco are resident in the blocks under scrutiny. Of these cases only about one-fifth are family cases; the rest are single individuals. About one quarter of the total population is estimated to be non-white. In the family group, this percentage is probably as high as 35 percent, whereas non-whites make up about 15 percent of the single individuals.



Two further population characteristics which are not shown in tabular form are worthy of note. Approximately 35 percent of the current welfare cases in the redevelopment area are old-age security cases. While this represents only 3 percent of the old age welfare cases in the city, the relative number in the blocks in question bears out the census trend indicating a high percentage of older adults in the area. Public Welfare and Public Health Department records also substantiate the census finding that the adult population is approximately 75 percent male.

#### Community Facilities.

Community facilities serving the residents of the area consist principally of two public elementary schools, two Roman Catholic churches and elementary schools, a Greek Orthodox Church, several small church groups in rented quarters, the Canon Kip Community Center, the Salvation Army Lighthouse, a public health center, a police station and a firehouse .

While these last two are in the redevelopment area itself, and protect the residents, they are of equal service to commerce and industry. The Southern Police Station, presently at Fourth and Clara Streets, in Block 3752, will be moved to the new Police Headquarters Building to be erected at Seventh and Bryant Streets. The firehouse, Engine #6 at 356 Seventh Street, has recently been reconstructed and will remain in its present location for the foreseeable future.

The South of Market Health Center in rented quarters outside the redevelopment area at 33 Hunt Street, is a generalized health center serving residents of the entire district. It is assumed that the functions and services of this health center will be maintained while the need exists.



Thw two philanthropic organizations, the Canon Kip Community Center, and the Salvation Army Lighthouse, intend to continue operations in the district so long as they perform a useful service.

The Greek Orthodox Church of the Holy Trinity at 345 Seventh Street in Block 3754 of the designated area has desired to relocate for some time and has been seeking a new location in the western residential section of the city. It is assumed that the smaller church groups would relocate with their congregations.

The two public elementary schools in the designated redevelopment area are Lincoln School in Block 3752 on Harrison Street, between Fourth and Fifth Streets, and Bessie Carmichael School two blocks west in Columbia Square in Block 3754. The total enrollment at Lincoln is 174 pupils of which 94 are resident in the redevelopment area. The total enrollment at Bessie Carmichael School is 515 pupils, of which 228 are resident in the redevelopment area blocks. There are also two Roman Catholic Elementary Schools serving the area, St. Patricks at 398 Clementina Street, with an enrollment of 136 pupils, 70 of whom live within the redevelopment boundaries, and St. Joseph's at 250 Tenth Street, west of the designated area, with an enrollment of 360 pupils, 45 of whom live within the redevelopment area.

Public school authorities have geared their operation to the possibility that the gradual encroachment of industry on residential property will remove the family population from the area and hence remove the need for schools, or that redevelopment will hasten this process. For instance, Bessie Carmichael School, completed in 1954 to replace Franklin School



which was in the path of the Bayshore Freeway, is a temporary structure. Equally, the Roman Catholic school authorities are prepared to maintain their South of Market schools or retrench these services as the need dictates. However, no move is anticipated for the churches to which these schools belong since they serve a purpose and a population far beyond the confines of the parishes.

#### Relocation of Residents.

Both federal and California statutes governing redevelopment provide safeguards for the persons displaced by redevelopment. Before final plans are approved it will be necessary to be certain that decent, safe, and sanitary dwellings will be available to all displaced persons at prices they can afford.

Redevelopment in the designated South of Market area will require the relocation of a population beset by many problems. The population is predominantly male, many of whom are over 65 and some of whom fall into the category of what is commonly called the "skid row" type of individual. A number of low-income families, of which approximately 35 percent are non-white, will also be displaced.

It is estimated that one third of the persons now living in the area will be eligible for low-rent public housing. It seems probable that when the time for relocation arises all eligible families and aged single persons equipped with their statutory priority can be accommodated in the 4248 apartments now being operated by the San Francisco Housing Authority, and the 745 apartments to be completed by the middle of 1960.

The remaining families and single persons will have to be accommodated in existing or new private housing. It is estimated that San Francisco





has a vacancy ratio of 2.2 percent, representing some 5,400 dwelling units, according to the Federal Housing Administration-Postal Survey of Vacant Housing in Central Cities of San Francisco Bay Area made in April of 1956. If displacement of residents is gradual, enough vacancies may be available from the normal supply. The city may also find it expedient at that time to request certification of more units to be financed under Section 221 of the National Housing Act, which deals with Federal Housing Administration mortgage insurance for relocation housing or to explore the possibilities under Section 207 which deals with housing for the elderly, or to develop other methods to take care of persons to be displaced.

When work on a tentative plan for redevelopment in the South of Market area is authorized, it is recommended that a census be taken of the population to be displaced. This census will gather the accurate and detailed information on population characteristics, family composition, and incomes necessary to determine precisely the rehousing needs. At that time it will be necessary to coordinate the efforts of all agencies, both private and public, which are concerned with the "skid-row" problem, low-cost housing for the aged, and housing for minority families in an effort to work out a suitable rehousing plan for the South of Market residents.



TABLE I

SOUTH OF MARKET - REDEVELOPMENT AREA D - Ground Floor Uses - Area in Acres  
Source: Department of City Planning Land Use Maps 1948-1956.

Assessor's Block	Total Acreage	(1) Residence		Commerce		Industry		(4) Other		Vacant Land	
		'48	'56	'48	'56	'48	'56	'48	'56	'48	'56
Totals	<u>102.49</u>	<u>15.78</u>	<u>14.78</u>	<u>31.74</u>	<u>29.43</u>	<u>45.42</u>	<u>52.03</u>	<u>4.99</u>	<u>4.25</u>	<u>4.56</u>	<u>2.00</u>
3723*	3.00	-	-	2.19	2.12	.78	.80	-	.03	.03	.05
3726	8.86	1.90	1.77	4.59	4.84	1.87	2.17	-	-	.50	.08
3727	8.92	1.61	1.95	2.99	2.60	3.43	3.94	.32	.22	.57	.21
3728	6.10	1.22	1.16	2.23	1.92	2.33	2.53	.27	.29	.05	.20
3720	8.96	2.40	1.98	1.96	2.32	4.29	4.63	-	-	.31	.03
3731	8.44	1.62	1.69	2.93	2.63	3.17	4.02	.28	-	.44	.10
3734	9.25	.25	.56	4.94	4.07	3.57	4.54	.05	-	.44	.08
3750*	4.46	.78	.43	2.40	2.41	1.10	1.58	.10	-	.08	.04
3751	8.67	2.38	2.21	2.40	1.57	3.22	4.71	.09	-	.58	.18
3752	9.05	.44	.21	1.68	2.15	5.60	5.52	1.08	1.05	.25	.12
3753	8.93	1.53	1.50	1.68	1.68	4.48	5.14	-	-	1.24	.61
3754	8.81	.09	.11	.71	.44	5.30	5.69	2.71	2.57	-	-
3755	9.04	1.56	1.21	1.04	.68	6.28	6.76	.09	.09	.07	.30

\* Portion of block.

(1) Includes hotels and motels.

(2) Includes 9.78 acres of residence over commerce.

(3) Includes 1.36 acres of residence over industry.

(4) Includes utilities, institutions, schools and other public facilities.



TABLE II

## SOUTH OF MARKET - REDEVELOPMENT AREA D

APPROXIMATE NUMBER OF STRUCTURES\* - OPEN USES - VACANT LOTS

SOURCES: 1956 Field Survey and Sanborn Maps

Block	Total	Residential Structures	Residence over Com. or Indust.	Commercial or Indust. Structures	Other	** Open	Vacant Lots
Total	1017	297	116	463	7	103	31
3723***	29		9	17		2	1
3726	104	39	20	36		7	2
3727	99	39	3	44	1	8	4
3728	77	26	7	34		7	3
3730	99	38	3	43		14	1
3731	90	29	12	39		8	2
3734	68	2	17	42		6	1
3750***	39	12	5	15		6	1
3751	119	45	14	50		6	4
3752	58	6	7	34	4	5	2
3753	108	31	9	38		21	9
3754	41	2	-	30	2	7	-
3755	86	28	10	41		6	1

\*Not including gas stations, structural billboards, or sheds.

\*\* On-site private parking not counted as an open use.

\*\*\* Portion of block.



TABLE III

## SOUTH OF MARKET - REDEVELOPMENT AREA D

## Dwelling Units, Transient Rooms and Local Service Stores

Source: San Francisco Department of Health - Housing Survey South of Market  
1953 - 1954 and Department of City Planning Field Survey, Sept. 1956.

Assessor's Block	Dwelling Units	Hotels*	Hotel Rooms	Local Service Stores
<u>Totals</u>	<u>1533</u>	<u>77</u>	<u>5009</u>	<u>204</u>
3723** ✓ <i>big</i>	0	9	863	47
3726	381	8	605	28
3727	155	2	189	8
3728	98	1	39	3
3730	127	2	49	2
3731	269	7	662	13
3734 ✓	10	14	935	47
3750** <i>42</i>	18	8	440	15
3751 ✓	174	12	665	26
3752 ✓	31	4	229	4
3753 ✓	129	5	213	5
3754 ✓	2	1	27	0
3755 ✓	139	4	93	6

\*Includes four motels.

\*\* Portion of block.





TABLE IV

## SOUTH OF MARKET - REDEVELOPMENT AREA D.

## POPULATION

Block	1950 Census	1953-54 Health Dept. Survey	White (From Health Department Survey)		Non-White	
			Adults	Children	Adults	Children
Totals	<u>9057</u>	<u>5682</u>	<u>3732</u>	<u>249</u>	<u>1381</u>	<u>320</u>
3723**	1300	463	369		75	19
3726	1226	1219	1048	64	83	24
3727*	723					
3728*	375					
3730*	497					
3731	1263	1118	736	96	235	51
3734	677	763	604	13	128	18
3750**	305	391	202	5	155	29
3751	1176	987	324	21	523	119
3752	307	236	165	7	51	13
3753	676	473	263	43	126	41
3754	26	32	21		5	6
3755*	506					

\*Not in Health Department Survey.

\*\* Portion of block.



### III SOUTH OF MARKET AS A PLACE OF INDUSTRY.

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Almost from the beginning of its development, the South of Market area has contained some industrial uses, but after the earthquake and fire of 1906 the area was rebuilt with a greater number of industrial uses. Since 1921, when the city first enacted a zoning ordinance, the area has been classified as commercial and industrial, and, except for a few motels, there has been no new residential construction in the thirty-six years since adoption of zoning. Rather, there has been a gradual extension of commercial and industrial uses and a gradual decrease in the number of residential structures. This has been a logical and, indeed, inevitable pattern of growth and development, for the area is strategically situated on level land, adjacent to the central retail shopping and financial and administrative sections of the city, and at the crossroads of transportation arteries from the Peninsula and the East Bay. Warehousing, wholesaling and distribution have always been an important element of San Francisco's economic base, and the South of Market area is in many respects ideally situated for this activity. It is also ideally suited to the locational needs of service types of industry whose clients are situated in the adjacent retail shopping and financial districts.

#### Survey of Industries South of Market.

In order to ascertain the general number and types of industries located in the area today, their access, loading and parking problems and their interest in redevelopment of the area for industrial expansion, a questionnaire was mailed to 678 industrial addresses in the twelve blocks of Redevelopment Area D. Of this total a valid response of 36 percent was received. A summary of the information received follows.



Twenty-five percent of the industries own their property; 75 percent rent or lease. Sixty-five percent have less than 10 employees; 35 percent have more than 10 employees. Two firms responding have a payroll of 265 persons each, the highest number reported.

Of the total number of industries reporting, 42 percent are engaged in wholesaling and distribution; 24 percent in services; and 34 percent in manufacturing. The manufacturing group reporting consists of 18 firms in metals - - welders, foundries, fabricators; 13 in printing; 10 in machinery; five in garments; five in food processing; four in chemicals; two in paper products, and 20 in other categories.

Seventy-two firms reporting are served by 10 or more trucks per day; 154 firms by less than 10 trucks. Eighty-seven firms report more than ten automobile visits by clients per day and 139 firms report less than ten such visits. Employee parking is less acute: 194 firms report less than 10 employees driving to work and parking near the plant, and 87 report more than ten employees driving to work and parking. Although 73 percent of the firms reporting consider their buildings presently adequate, only 42 percent consider the parking and loading space sufficient.

Assuming the economic feasibility of redevelopment, interest in participation in redevelopment was indicated by 55 firms which would like to acquire additional property next to their present sites, by 65 firms which would acquire new sites and by 84 firms which would occupy new facilities constructed by others within the redevelopment area.

#### Reasons for Locating South of Market.

That the South of Market area has locational advantages for certain types of industrial, servicing and distributing functions is apparent from



the reasons cited for locating in the area by respondents to the questionnaire. A manufacturer of water-treating apparatus cites the "convenience to consulting engineers" whose offices are located in the adjacent financial and office district. An analytical laboratory states that its site is the "center of the Bay Area, convenient to the post office and transportation." A wholesale phonograph record distributor cites as a locational factor that "other wholesale record companies are in this area." (Nineteen of the twenty-one record dealers are in the South of Market District, six within the designated redevelopment area.) A welding company states that it is "near the supply of hardware and materials." A construction contractor states that it is "centrally located in the Bay Area trade area." A glove manufacturer cites its "availability to Market Street stores." An industrial equipment distributor says it is a "good industrial equipment sales area." A commercial music equipment distributor states that the area is "centrally located for our customers." An air conditioning firm states that it is "close to area of servicing." A manufacturers' representative in the electronic industry states that South of Market is the "center of electronic distribution." A sign company reports it is "close to the buildings we service." An elevator maintenance firm says it is "centrally located to elevator work." A printer says "we are neighbors of our largest accounts." A wholesale paper firm says it is a "convenient location to our trade who demand fast service." A marine supplier is located here because of its ready "access to the waterfront." Thus, centrality of location within the Bay Area, proximity to the retail shopping and financial and administrative districts and attraction to the area of distributors of competitive products





constitute primary attributes of the area as an existing and potentially greater center of wholesaling, distributing and servicing industries.

Present Shortcomings from Industrialists' Point of View.

Although some firms in the past have moved to their present locations within the Redevelopment Area to improve their parking and loading provisions, many of the firms cite inadequate parking and loading as their principal frustration. A printing company complains that "parking facilities, loading facilities and access to buildings within this area are entirely inadequate. Strict enforcement of parking laws by the police department and the increasing of parking citations have caused us to actively consider moving out of the area entirely." An industrial distributor complains that its "type of service cannot be measured in minutes; never a day goes by that we are not tagged, even on Saturdays." Another wholesaler states that "parking facilities are very bad in front of my building. Some of my customers have gotten tags for parking while they are in my place doing business." A sign company states that "the parking problem . . is driving business to other localities daily." An office equipment distributor states that the area is congested for trucks and salesmen's and visitors' cars. "Parking space is inadequate and what is available is poor and expensive." A metal fabricator states that "we and our customers are harassed too much today by the police on the three-wheel bikes." In all, more than half the firms reporting state that present parking provisions are inadequate.

Other dissatisfactions with the area as an industrial location today stem primarily from the mixture of residential uses with the industrial uses and the resultant shortage of space. The itinerant, homeless men who float

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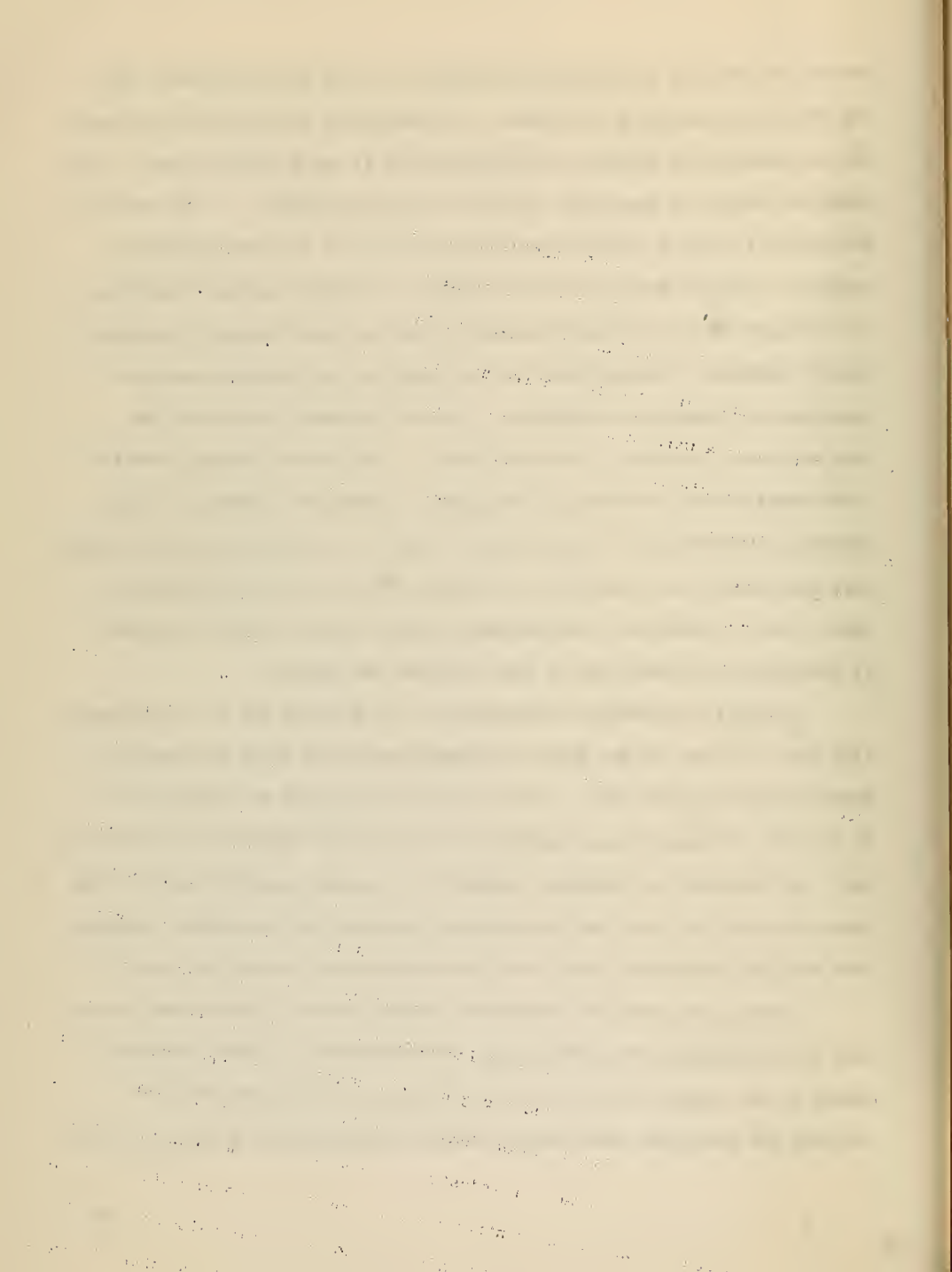
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around the area are particularly distasteful to some industrialists. Says one wholesaler employing 35 persons: "We originally thought this area good for warehousing and display, but this Skid Row is not good for either. The riff-raff winos and bums make the entire area undesirable . . . We would be better off to have a warehouse and general office on the Peninsula with perhaps a downtown display and sales office." Another supplier says it is "a very good idea to eliminate housing as most is very old and in a deteriorated condition. Probably most of the buildings are firetraps and are conducive to unsanitary conditions." A metal processor states that an "old residence building . . and old flats . . adjoin our property, and if razed would provide necessary parking and/or additional building for our commercial activities." A printer says "clean out the dwellings which in this area are nothing but slums, and at the same time provide needed industrial space close to downtown." Another metal products firm states "we approve of demolishing old dwellings to make room for new industry."

Industrial expansion is occurring in the district but at a relatively slow pace. Of the 102 net acres in Redevelopment Area D, 45 were used for industrial purposes in 1948. This acreage had increased by seven acres to 52 in 1956. During the same period only one acre was taken out of residential use. The inability of expanding industries to acquire specific parcels from owners who will not sell and the generally unattractive environment compared with outlying industrial parks, have precluded greater industrial growth.

Although the trend of industries outward from the central part of the city is considerable, the central area of San Francisco of which South of Market is the largest part, has existing and potential values which if utilized and developed would retain existing industries and attract new ones.



The advantages of South of Market are obvious and irrefutable. This central area is still central. It is at the focal point of transportation, of labor and of auxiliary services for the entire urbanized Bay Area. Thus, South of Market could and should attract industries which must have frequent and recurring contacts with their customers, such as printing, as well as distributive facilities, including wholesalers and warehouses that serve the entire metropolitan Bay Area or larger trading areas.

To realize fully the potential of the area for industry, however, public action must be taken. Through the redevelopment processes, outmoded and blighted residential properties can be acquired, narrow alleys can be widened or closed, small parcels can be enlarged through consolidation, operational efficiency can be improved by the provision of adequate off-street parking and loading space and land can be provided for new industries and for the expansion of existing industries which otherwise will be forced to move from the area.

Such steps are proposed in this report and a preliminary redevelopment plan is recommended for a specific project area.



In selecting a project area within the designated South of Market Redevelopment Area D, consideration has been given to a combination of factors including physical size, cost, and extent of the residential relocation problem. It is recommended that the first project area - - Redevelopment Project Area D-1 - - be established to include six of the Assessor's Blocks, and parts of two other Assessor's Blocks in Redevelopment Area D. These blocks include the tier of blocks between Folsom and Harrison Streets extending from Eighth Street on the west to Hawthorne Street on the east, and the tier of blocks between Third and Fourth Streets extending northward to Matoma Street. These blocks are shown on Map 1.

This project area contains 61 acres compared with 102 acres of the total designated redevelopment area, has one-half the population of the total area, contains one-third of the dwelling units and three-fifths of the hotel rooms of the total area, contains some of the most substantial industrial buildings and some of the worst residential conditions of the area.

The recommended project area is just north of the freeway and bridge distribution system in the blocks between Harrison and Bryant Streets. This new vehicular gateway to the city has replaced numerous dilapidated buildings and has created sites on which several new industrial buildings have been constructed. In addition, the twenty million dollar Police Administration Building will be built here, adjacent to the freeway, by the city, further changing and improving the character and quality of the area. This healthy new development in the blocks cleared by the freeway will buffer redevelopment in the Folsom-Harrison tier of blocks in the





recommended project area, and will be extended by the project.

The tier of blocks extending northward between Third and Fourth Streets cuts into the heart of so-called Skid Row. It comes within two blocks of the Central Shopping District on Market Street, and is one block west of the Financial District on New Montgomery Street. Redevelopment in these skid-row blocks would result in maximum utilization of valuable land immediately adjacent to the Central Business District of the city.

The redevelopment proposed in the project area would entail clearance of all residential structures, the clearance of some obsolete industrial structures, the closing of some interior streets and the widening and opening of others as shown on Map 2 and described more fully in Appendix II.

There are approximately 450 lots in the project area and more than 400 separate owners. Almost one quarter of the structures in the project area are entirely residential in use, but these occupy only one tenth of the net ground area.

Of the 503 dwelling units in the project area, 26 are in structures housing only a single family (not including residence over commerce or industry). There are 26 two-family buildings in the area, 33 apartment houses for three or four families, and 21 apartment buildings containing five or more dwelling units.

Forty-three of the 57 hotels in the project area are in the blocks along Third Street, and in the block between Third and Fourth Streets on Howard Street. The remaining 14 hotels are scattered throughout the area. Local service stores follow this same pattern. Of the 150 noted in the area, 135 are in the blocks with the hotels. Fifty seven of the 61



vacancies in local service stores are in these same blocks. Included among the local retail outlets or service stores are 32 restaurants, 20 bars, 8 local service laundries or cleaners, 8 groceries, 9 second-hand or pawn shops, two barber shops and 5 liquor stores.

It is estimated that 3850 persons live in Project Area D-1. This represents approximately 1850 single individuals, and 800 families - a proportion of single individuals to families slightly higher than in the redevelopment area as a whole.

The two public elementary schools, the police station and the firehouse are within the boundaries of the project area. Sixty-four pupils at Bessie Carmichael School, 92 pupils at Lincoln School, 4 pupils at St. Joseph's and 29 pupils at St. Patrick's are resident in the project area - - a total of 189 elementary school pupils.

Of these facilities, it is recommended that the Bessie Carmichael School be continued as long as needed, that the Lincoln School be abandoned as soon as feasible, that the Southern Police Station site be included in the project for sale for industrial re-use, and that the firehouse, rebuilt under the 1954 firehouse program be retained.

The new uses proposed for the redevelopment area are industrial. The frontages on Third and Fourth Streets between Natoma and Folsom Streets are indicated as general commercial and would be classified in the new zoning ordinance as C-M (General Commercial). This would include storage and distribution uses and some light manufacturing. The remainder of the project would be light industrial and would be classified in the new zoning ordinance as M-1.



The major streets in or bounding the project area - Harrison, Folsom, Howard, Eighth, Seventh, Sixth, Fifth, Fourth, Third, and Hawthorne, would not be changed by the proposed plan. They provide adequate routes for through traffic and for access to the project area. Closing of some interior alleys and widening remaining alleys to a minimum width of 50 feet will make possible the creation of larger industrial sites, with safe and efficient access. Many deadend alleys will be eliminated by the closing or extension of existing streets to make through connections.

It is recommended that the project area be divided into parcels no smaller than 5000 square feet and that buildings have an allowable floor area not greater than five times the lot size. It is recommended that one off-street parking space be provided for each 1500 square feet of floor area. Such spaces can be pooled within a block, where desirable, but should be within 800 feet of the building served. Off-street loading space should be provided for each building.

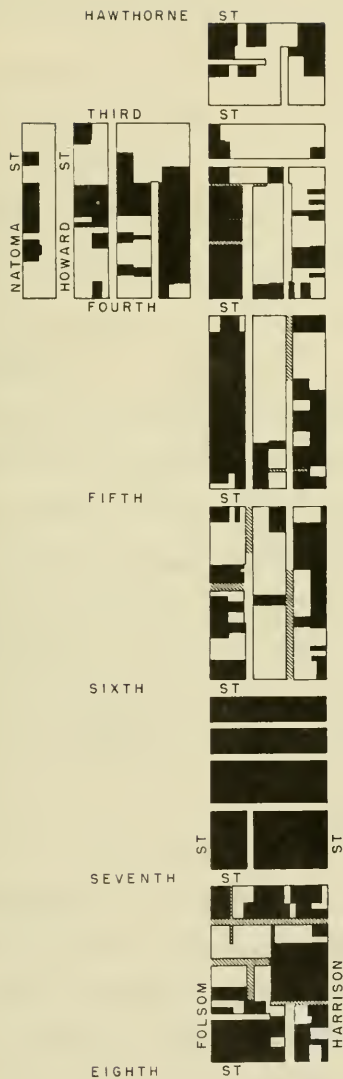
On the basis of figures derived from a general appraisal made by the Real Estate Department and on the basis of properties recommended for acquisition as shown on Map 2, it is estimated that 1,140,000 square feet of land will have to be acquired. It is conservatively estimated that land and improvements will cost on the average eight dollars a square foot to acquire, and that cleared land will sell for an average of three dollars a square foot. The net project cost, including overhead, amounts to six million dollars. If financed with federal aid, this would require a capital grant of four million and local aid of two million dollars.



Creation of desirable sites for industry in this prime location through the redevelopment process will revitalize this important segment of San Francisco. Redevelopment will provide new and attractive sites for some industries now considering a move out of San Francisco and will thus improve the tax base of the city. This project area is recommended in the belief that it is feasible, that the objectives of redevelopment can be successfully achieved, and that the success of this project will stimulate future redevelopment and new development in the South of Market district.










# SOUTH OF MARKET REDEVELOPMENT AREA

SITES PROPOSED FOR CLEARANCE AND BUILDINGS PROPOSED TO REMAIN

-  BUILDINGS AND USES TO REMAIN
-  LAND TO BE CLEARED
-  STREETS TO BE VACATED



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The recommended Preliminary Plan and supporting documents contained in this report represent only the first steps toward redevelopment in the South of Market Area.

The success of this particular project depends on certain special circumstances surrounding both its overall financing and its planning and programming.

Federal Financing:

In common with virtually all redevelopment projects, the costs of land acquisition and clearance in the proposed project are considerably higher than the price at which this cleared land can be sold to private developers for the new uses specified in the redevelopment plan. Some form of financial assistance is required to absorb this difference.

The National Housing Act contains provisions for capital grants which may be available for a portion of the "write-down". The California Community Redevelopment Law contains alternative procedures for financing the remainder.

The purpose of the South of Market Project is to clear predominantly non-residential land for non-residential use. Until the National Housing Act was amended in 1954, no funds were available for such projects. At present a limited amount of capital grant funds may be allocated for this type of non-residential project. The total amount of these funds now available to all states is ninety million dollars. The Act also limits California's share of this total to nine million dollars.



The most recent summary of projects approved by the Urban Renewal Administration lists fourteen projects of the type proposed in this report. Located in ten different states, their total capital grant reservations amount to 39 million dollars of which the largest individual reservation is for seven million dollars for New Haven, Connecticut. No reservations have been made for California communities although San Bernardino has submitted an application seeking one million dollars and San Leandro is exploring a more ambitious project.

#### Project Cost:

The preliminary financial analysis of the project indicates that the estimated net project cost is six million dollars. San Francisco may seek a capital grant of four million dollars, the Federal contribution of two-thirds of the net project cost.

The financial analysis also indicates that the City's share of this net project cost is two million dollars. A certain portion of this amount may be met by non-cash grants-in-aid supplied by San Francisco in the form of site improvements or supporting public facilities, but it appears that cash grants of approximately 1.7 million dollars will be required.

#### Local Financing:

California communities are provided with several alternatives for financing their share of federally-aided projects or the entire costs of projects undertaken without Federal aid. San Francisco can use one or more of the following:



1. General Obligation Bonds issued pursuant to Article 2, Chapter 5 of the California Community Redevelopment Law (Part 1, Division 24 of the Health and Safety Code);
2. Redevelopment Agency Bonds issued pursuant to Article 3, Chapter 5 of said Law;
3. Direct budget appropriation by the City from the General Fund.

The most appropriate method of financing and the amount required cannot be definitely decided until the Redevelopment Agency has submitted an application for a Capital Grant Reservation and a Preliminary Planning Advance to the Urban Renewal Administration. The size of the federally-approved capital grant commitment will determine the size of the City's share of the net project cost.

#### Planning Costs:

The California Community Redevelopment Law requires that initial planning action be taken by the City Planning Commission. The recommended Preliminary Plan, when accepted by the City Planning Commission, fulfills this requirement.

Further action must be taken by the Redevelopment Agency through development of a Tentative Plan and, subsequently, a Final Plan. The Tentative Plan includes both a more precise physical plan and a more precise financial analysis and provides the Redevelopment Agency and the Board of Supervisors with a basis for policy decisions involved in carrying out the plan.

In addition to fulfilling the requirements imposed under the State Law, the Redevelopment Agency must also comply with the very extensive requirements imposed by the National Housing Act.





This two-fold planning responsibility necessitates that funds for further planning in the South of Market Area be available to the Redevelopment Agency which has no budget for this purpose.

The Federal Government also makes available planning advances for this purpose and the Redevelopment Agency can apply for these funds at the same time that it applies for a Capital Grant Reservation. Planning advances are made only upon approval of the Capital Grant Reservation.

#### Obtaining Federal Money:

In the ordinary course of events, the Redevelopment Agency would experience relatively little delay in obtaining a Capital Grant Reservation and a Preliminary Planning Advance. However, early in 1957, the Urban Renewal Administration curtailed capital grant commitments pending allocation of additional funds by the Congress. Project applications already submitted have been put on a strict priority basis. It appears likely that a capital grant reservation for a project in the South of Market area cannot be expected until congressional action has been taken and this curtailment is relaxed.

An additional problem arises from the fact that planning advance-funds do not actually become available for a period of several months after the Capital Grant Reservation has been approved.

These circumstances may very likely delay receipt of Federal planning funds until January 1, 1958. Until such federal money becomes available, or until the Redevelopment Agency receives local planning funds, it will be unable to undertake any further work on the South of Market project.



#### Alternative Action:

It is estimated that it will take twenty-four months from the time planning funds become available until land acquisition can begin in the proposed project area. If the Redevelopment Agency received funds which would permit it to commence planning on or about August 1st of this year, land acquisition might then commence about July 1, 1959.

This course of action means that the Redevelopment Agency would operate on local funds during the period from August 1, 1957 to January 1, 1958. The money required during this period is estimated to be \$36,000. No part of this money can be credited toward the City's share of the net project cost until an approved capital grant reservation is made, and then only the remaining unspent funds can be credited.

#### Next Steps:

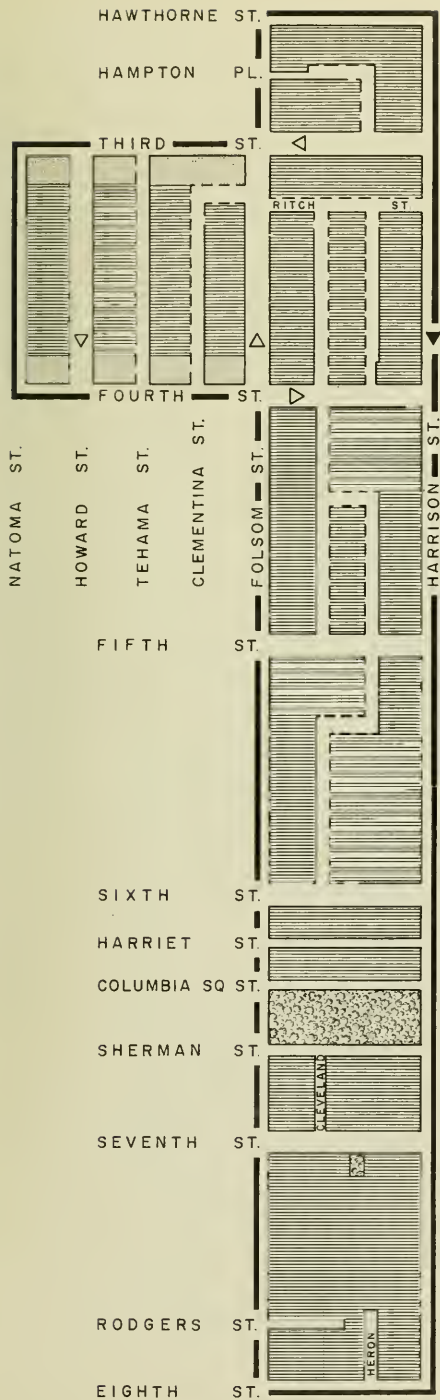
An application for a Capital Grant Reservation and a Preliminary Planning Advance has been prepared by the Redevelopment Agency (See Appendix I). The application requires approval by the Redevelopment Agency and the Board of Supervisors so that it may be submitted to the Urban Renewal Administration.

This submittal should be made at the earliest date so that this project may gain a place in the priority schedule established by the Urban Renewal Administration and receive prompt processing when the curtailment on capital grant commitments is relaxed.



If the City adopts the policy that further planning, appraisal and related studies for the proposed project should be immediately undertaken by the Redevelopment Agency, necessary funds should be made available by the City to the Agency for these purposes.









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# SOUTH OF MARKET REDEVELOPMENT AREA

## RECOMMENDED PRELIMINARY REDEVELOPMENT PLAN PROJECT AREA "D-1"

- |   |                    |   |                          |
|---|--------------------|---|--------------------------|
|  | GENERAL COMMERCIAL |  | EXISTING PAVED STREET    |
|  | LIGHT INDUSTRIAL   |  | PROPOSED MINOR STREET    |
|  | PUBLIC PROPERTY    |  | BOUNDARY OF PROJECT AREA |

3





Excerpts from Application Prepared for Local Approval and Submission to the Urban Renewal Administration for a Planning Advance and Federal Capital Grant Reservation

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STATEMENT EXPLAINING SELECTION AND DELINEATION OF  
THE SOUTH OF MARKET URBAN RENEWAL PROJECT AREA D-1

The South of Market Urban Renewal Project Area D-1 lies, as the name implies, south of Market Street, comprising an area of approximately seven large blocks or 61.2 net acres. It is bounded on the north by Natoma Street, on the south by Harrison Street, on the east by Hawthorne Street and on the west by Eighth Street. The area contains a mixture of residential, commercial and industrial uses, generally in a run-down and blighted condition, as borne out by various studies and surveys (census and others).

Although not predominantly residential, the area has for a long time been known to contain the worst residential slums in San Francisco. This is probably a result of the fact that it is not predominantly residential - that a small number of dwellings are in close proximity to a large number of industrial and commercial uses with all the attendant ill effects on family life, leading to neglect and deterioration of residential structures (already substandard in many respects) and social demoralization. As far as actual redevelopment is concerned there is no part of the city that needs immediate attention as much as this one does.

The original boundary of the Urban Renewal Area was designated by the Board of Supervisors March 30, 1953 (Resolution #13180) modified December 27, 1955 (Resolution #16277) and modified again November 26, 1956 (Resolution #17269). The most recent boundary revision was made in order to eliminate a portion of the area which now comes within the purview of San Francisco's freeway program and to reduce the size of the increase created by the first revision (subsequently found to be doubtful as to eligibility and feasibility) to include sections of skid row now eligible for federal aid on a limited basis. The area now encompassed includes the greater part of the dwelling units in the vicinity as well as a substantial portion of the skid row element. The clearance of this area will not only remove the residential population from an unhealthy living environment but will provide substantial new sites for the expansion of presently existing industrial and commercial enterprises, the relocation of such activities from other areas of the city, or the establishment of new ones. The contemplated project area includes a little more than one-half of the Renewal Area.

A study of the South of Market Renewal Area was first made under a Preliminary Advance made to the Redevelopment Agency by the Federal Government as a part of a program to study several Redevelopment Areas within the city as to their eligibility and feasibility for the establishment of Redevelopment Projects. It was found that the South of Market area did not qualify for federal aid under the provisions of the Housing Act of 1949, the area not being



"predominantly residential" as defined nor would it have been redeveloped for predominantly residential use. However, with the expanded provisions of the Housing Act of 1954 allowing for 10% of the total funds available to be applied in areas which are "substantially residential", the area (as redesignated) now appears eligible for the establishment of a Renewal Project. To this end, then, application is being made for a federal advance to re-study the area and designate a project area.

STATEMENT EXPLAINING WHY PROPOSED URBAN RENEWAL AREA MEETS THE  
ELIGIBILITY REQUIREMENTS, BOTH AS A RENEWAL AREA AND FOR CLEAR-  
ANCE AND REDEVELOPMENT, AS THE ONLY TREATMENT CONTEMPLATED

In order for an area of the City and County of San Francisco to be subject to the Renewal or Redevelopment process as carried out by the local Redevelopment Agency it must qualify as being eligible for such treatment according to the requirements as stated in the State of California Community Redevelopment Law, Sections 33041 to 33044 inclusive. These requirements consist of certain stated conditions either defining or conducive to blight which the area must exhibit, at least in part. Further, in order for an area to be eligible for Federal aid it must be shown to be blighted in accordance with certain criteria of blight as set forth under Section 1-A of Local Public Agency Letter No. 52, and in the case of this application it must comply specifically with that part of Section 1-A subtitled "Administrative Criteria For 10% Non-Residential Exception." That the South of Market Renewal Area meets the above State and Federal requirements is shown as follows:

Determination of Blight

The blighted core of the South of Market area is characterized by a combination of conditions which produces an unhealthful and unsafe living environment, an inefficient utilization of land, and social and economic disorganization in the area. Those conditions, described below, serve to qualify the area as a blighted area in terms of the California Community Redevelopment Law.

The Causes of Blight

1. Mixture of incompatible land uses

The indiscriminate mixture of residential and incompatible industrial and commercial uses is the primary cause of blight in the area. This condition, especially in block interiors, has created an environment detrimental to both the families living in the area and to the industrial and commercial activities located there. The extent of mixed use of the land in the designated redevelopment area is indicated by the following table.

In considering the table it should be noted that 5.22 acres of ground floor commercial use and .76 acres of ground floor industrial use possess residential uses on upper floors of structures.



Although industrial uses are the most prominent in the area as a whole, the distribution of uses is such that a number of concentrations of residential use are found within the area. Typically, the industrial and commercial uses front upon the major streets along the block peripheries, while residential structures are located principally on the narrow streets in the block interiors together with a scattering of smaller industrial activities.

#### Summary of Existing Land Uses \*

<u>Type of Land Use</u>	<u>Area in Acres</u>
Residential	6.23
Commercial	15.12
Industrial	34.74
Utility & Railroad	0
Institutional	.20
Public	3.54
Open Vacant	<u>1.38</u>
TOTAL NET AREA	61.21
Street (surface)	<u>27.61</u>
TOTAL GROSS AREA	88.82

\* Data obtained from December 1956 land use survey, San Francisco Department of City Planning. Ground floor uses only are enumerated.

The pattern of mixed uses produces especially undesirable effects upon the living environment, among which the more important are:

- a) The introduction of excessive noise and other objectionable characteristics of industry into block interiors;
- b) The interference with access to light and air by residential structures;
- c) The introduction of heavy trucking and auto traffic into narrow streets;
- d) The creation of safety hazards for residents, especially children; and
- e) The creation of fire hazards.



## 2. Overcrowding of land and dwellings

The blighted core of the South of Market area possesses a very high density of population. The average density of the 7-block area is 300 persons per net residential acre, while this ratio exceeds 360 in certain blocks. These high densities are easily confirmed by examination of the crowded condition of residences on very small lots along both sides of the narrow alleys.

High coverage of land by buildings is especially characteristic of the area. Residential coverage alone averages 89 per cent in typical blocks, while industrial and commercial structures generally cover the entire lot. This excessively high coverage results in part from the very small size of residential lots. Common lot size in the area is 25 x 80 feet (2000 square feet), with a considerable number of parcels even smaller than this.

Overcrowding of the land is accompanied by overcrowding of buildings, a situation which largely parallels that found in the Western Addition Redevelopment Area. Structures intended for one, two or three families have been converted to take care of many times that number. The Housing Census of 1950 showed that overcrowding in dwelling units in the area was three times as great as that in the City as a whole.

## 3. Age and dilapidation of buildings

The entire South of Market area was razed during the fire of 1906. Residential rebuilding began almost immediately, but tapered off by 1915, with virtually no construction since the first World War. Industrial and commercial buildings, on the other hand, have been constructed for the most part since 1920. At present, very little vacant land suitable for building is to be found.

Deterioration and dilapidation are serious factors of blight in the area. The insidious influences of environmental blight have discouraged owners from properly maintaining their properties, and, in addition, the demand for housing since the second World War has caused the conversion of dwellings to accommodate more families. For the most part these conversions have been makeshift and hasty and have not provided certain necessary amenities, such as private bathrooms and cooking facilities.

The Housing Census of 1950 revealed that 54.5% of all dwelling units in the area lacked private toilet and bathing facilities or were dilapidated, a finding ranging as high as 88% in certain blocks. The Census showed also that 17.6% of all dwelling units lacked running water or were dilapidated. The area-wide percentages were five times and seven times greater than the respective city averages. \*

\* - The Health Department in recent years has brought the dwelling units back to near original general standards of occupancy, but not to current standards.







#### 4. Inadequate provision for ventilation and light

Residential structures, due to structural deficiencies and to environmental changes, fail to provide sufficient light and air for all dwelling units. This condition can be traced to:

- a) The high coverage of land by buildings and the consequent lack of open space;
- b) The fronting of 3-story structures across narrow streets less than 40 feet in width; and
- c) Inadequate light courts in most buildings.

The location of industrial and commercial buildings in the midst of residential structures further reduces the amount of open space available at the rear and sides of lots.

#### 5. Land subdivision and ownership pattern

The original subdivision of the large blocks into many small parcels of widespread ownership has prevented the full utilization of the land to the best advantage of the city as a whole. There are a total of 450 lots in the area of 7 blocks, ownership being vested in approximately 400 different persons or concerns. Three of the most blighted blocks possess over 90 lots each.

The small size of lots in the interior of blocks has prevented their proper development and augmented their physical deterioration and economic stagnation. In one block a lot area of 2000 square feet or less is found in slightly more than one-half of its 120 parcels, while 13 lots, 10 of which possess residential structures, have an area of but 1380 square feet (20 x 69 feet) or less.

The inadequacies of lots of this size for residential use are matched by their inadequacies for industrial purposes. The difficulties encountered in assembling a sufficient number of these substandard parcels for industrial or commercial development have prevented and thwarted this type of development, especially in block interiors.

#### 6. Inefficient interior street pattern

Each of the 7 blocks in the area is penetrated by narrow streets and alleys. The width of these ranges from 20 to 40 feet, while a number dead-end within the block. This internal block circulation pattern is entirely outmoded because it prevents proper use of both street areas and sidewalks. The invasion of industries into block interiors has accentuated the problems of parking and loading as well as traffic flow. The parking of vehicles on either side of the street, and on sidewalks, in violation of restrictions, limits traffic to a single lane, in turn periodically obstructed by truck loading and unloading operations. On those streets near the freeway ramps the congestion is further aggravated.



A circulation pattern such as that described above is hardly conducive to either safe living conditions or attractive to industrial developers. Consequently, this condition is an important factor in deepening and prolonging blight in the area.

#### 7. Lack of community facilities

In an area so heavily blighted and socially disorganized the need for facilities such as schools, playgrounds, parks, libraries, health centers, etc., is especially great. Yet, there is a paucity of such community facilities in the South of Market area.

Both school and recreation facilities are inadequate. In an area where but little stability exists, the school attains a special place in the life of the child. Play areas in vacant lots and busy streets are dangerous and unhealthful, pointing up the great need for public playgrounds. Of the two public elementary schools in the area, one is obsolete and on an inadequate site.

Although the need for providing community facilities is recognized by the public agencies involved, it is difficult to justify large public expenditures for permanent installations in an area the development trends of which are clearly toward non-residential purposes.

#### 8. Subsidence

The greater portion of the 12-block area is upon filled land -- the site of the old Mission swamp. Subsidence occurs in the area, whose subsoil characteristics include sand fill, various clays, alluvial materials, and swamp and marsh materials, layered and in various combinations above bedrock, which is over 250 feet below city base in some places.

The degree of subsidence is greater in certain blocks of the area than in others. The continued settling of the ground has resulted in damage to structures and in the periodical raising of street grades to the established grade. This has resulted in streets and sidewalks being several feet above the level of the slowly sinking ground, while residential structures have been deprived of ground floor and garage access.

### The Effects of Blight

#### 1. Safety and fire hazards

Physical deterioration of structures, overcrowding of land and dwellings, and the intermixing of industrial and residential uses are all factors which produce a general environment conducive to the development of fire and safety hazards. The 1948 report of the National Board of Fire Underwriters emphasized the fact that serious group or block fires can be expected at a number of points where a congestion of non-fireproof construction is found. Each of the old frame buildings, often flagrantly in violation of the safety provisions of the building code, is a potential tinderbox menacing neighboring residential and industrial buildings. Only the vigilance of the fire department and the network of wide streets acting as fire breaks have prevented large-scale fires in the past, but the danger remains.



The potential fire hazard existing in the South of Market area is further augmented by the instability of the ground, making it especially susceptible to earthquake action. The existence of large concentrations of frame and non-fireproof buildings materially increase the danger of a general fire following a serious earthquake when the water supply could well be put out of action. The great conflagration of 1906 which had its beginning in the South of Market area serves as a reminder of this potential danger.

Structural and environmental safety hazards which characterize the area make it completely unsuited as an environment for the raising of families. Children, especially, are subjected to these dangers. Their favorite play spaces in lieu of non-existent public playgrounds and safe private play areas are the narrow congested streets and open lots. The increased use of streets by trucks and autos, the virtual elimination of sidewalks, the accumulation of rubbish and debris in vacant lots, and the haphazard storage of heavy industrial and construction material in unfenced lots make these particularly ill-suited as play areas, yet children living in the area have but little choice.

## 2. Poor social and health conditions

In common with blighted areas in general, the South of Market area is characterized by social instability and disorganization. The depressing and uncongenial environment is fertile ground for the development of juvenile delinquency and crime. The attempts of families to lead decent lives are seriously compromised by the existence of deleterious influences such as bars and cheap hotels and by the general crowding and lack of privacy which characterize the residential areas.

According to the Department of Public Health, the three census tracts (K-1, K-2, and K-3), parts of which are included in the blighted core of the South of Market area, have a disproportionate number of deaths from accidents, suicide, homicide and pneumonia, and a disproportionate number of tuberculosis cases. Although comprising but 3% of the city's total population in 1950, these tracts had 8.5% of the city's deaths from accidents; suicide, 7%, homicide, 9%; pneumonia, 23%; and 18% of the city's reported tuberculosis cases. This indication of poor social and health conditions is more likely due to the type of population drawn to the area than directly due to the environment itself. Nevertheless, the physical environment cannot be called a healthful one.

The one positive health factor in the environment, the climate, is overbalanced by fumes, grime and dust from the traffic and the industrial activities, while the crowded and insanitary living conditions are conducive to the spread of epidemic diseases.

## 3. Economic disuse and stagnation

Development trends in the past and recommendations of San Francisco's master plan point to the logical development of the South of Market area for industrial and commercial purposes closely allied to the city's central business district. Such development today is severely hampered by the





general lack of vacant parcels of suitable size, the existence of residential slum areas, the difficulty and cost of assembling blighted properties to form suitably sized sites, and the inefficient and wasteful lot subdivision and interior street patterns. Only comprehensive redevelopment of the blighted concentrations can effectively remove those growth-inhibiting conditions and permit proper development to proceed.

The virtual lack of vacant land suitable for commercial and industrial development and the difficulty of acquiring and assembling residential slum properties together are causing interested developers to seek locations elsewhere, while existing plants desiring to expand their facilities are being forced from the area, and even from the city itself. The lack of space for industrial and commercial expansion is impairing the economic future both of the area and of the city.

In addition to the clusters of blighted residential structures, there are numbers of obsolete and ill-constructed industrial buildings which are no longer suitable for industrial operations but which continue to be used for marginal and impermanent activities. Thus, residential blight is joined by industrial blight in further lessening the economic productivity of the area.

Economic disuse of the area bears an important relation to the economic life of the city as a whole. The maintenance of a residential population in the area compels public responsibility in furnishing necessary community facilities. Educational and recreational facilities, police and fire protection are provided the residents of the area, in spite of the fact that the area as a whole is largely non-residential in character. The cost to the city for providing these services is not met by the tax revenues from blighted residential properties in the area itself. Indeed, the city's tax return from blighted residential properties is two and one-half times less than that from substantial industrial properties in the area. Failure to ameliorate completely the conditions of blight which obtain in the blighted core of the South of Market area will serve to prevent its full and proper economic development and to perpetuate the city's financial burden in the area.

#### THE LEGAL DETERMINATION OF BLIGHT. CALIFORNIA LAW.

The blighting conditions characteristic of the proposed South of Market redevelopment area, described above, serve to qualify it as a blighted area as defined by the California Community Redevelopment Law:

Section 33041. A blighted area is characterized by the existence of buildings and structures, used or intended to be used for living, commercial, industrial, or other purposes, or any combination of such uses, which are unfit or unsafe to occupy for such purposes and are conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime because of any one or a combination of the following factors:

- (a) Defective design and character of physical construction.





- (b) Faulty interior arrangement and exterior spacing.
- (c) High density of population and overcrowding.
- (d) Inadequate provision for ventilation, light, sanitation, open spaces, and recreation facilities.
- (e) Age, obsolescence, deterioration, dilapidation, mixed character, or shifting uses.

Section 33042. A blighted area is characterized by:

- (a) An economic dislocation, deterioration, or disuse, resulting from faulty planning.
- (b) The subdividing and sale of lots of irregular form and shape and inadequate size for proper usefulness and development.
- (c) Not applicable.
- (d) The existence of inadequate streets, open spaces and utilities.
- (e) Not applicable.

Section 33043. A blighted area is characterized by a prevalence of depreciated values, impaired investments, and social and economic maladjustment to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered.

Section 33044. A blighted area is characterized by:

- (a) In some parts of the blighted area, a growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare.
- (b) Not applicable.

Justification of a public policy of redevelopment in such blighted areas is expressed in Section 33046 of the Law:

- (c) Such conditions of blight are chiefly found in areas subdivided into small parcels, held in divided and widely scattered ownerships, and in many such instances the private assembly of the land in blighted areas for redevelopment is so difficult and costly that it is uneconomic and as a practical matter impossible for owners to undertake because of lack of the legal power and excessive costs.



- (d) The remedying of such conditions may require the public acquisition at fair prices of adequate areas, the clearance of the areas through demolition of existing obsolete, inadequate, unsafe, and insanitary buildings, and the redevelopment of the areas suffering from such conditions under proper supervision, with appropriate planning, and continuing land use and construction policies.

#### Effectuation of the Purposes of the Community Redevelopment Law

The California Community Redevelopment Law states that, in those areas found to be blighted as defined above, it is the policy of the State "that the redevelopment of blighted areas and the provision for appropriate continuing land use and construction policies in them constitute public uses and purposes for which public money may be advanced or expended and private property acquired, and are governmental functions of state concern in the interest of health, safety, and welfare of the people of the State and of the communities in which the areas exist."

Application of the redevelopment process to the South of Market area will achieve the purposes of the State legislation by accomplishing the following:

1. Elimination of blight in the area which has produced dangerous and unhealthful living conditions and promoted economic stagnation and social disintegration -- of concern to the area, the city and the state.
2. Making available new sites for industrial and commercial purposes thus promoting full economic development and land utilization of the area.
3. Improvement of the economic position of the entire city by making available more job opportunities, increased payrolls, reduced municipal expenditures for community facilities in the area, and increased tax yield to the city.

#### LEGAL REQUIREMENTS FOR URBAN RENEWAL AREA ELIGIBILITY AND FOR SLUM CLEARANCE AND REDEVELOPMENT TREATMENT. FEDERAL LAW.

The South of Market Renewal Area qualifies as being eligible for Federal aid under the "Legal Requirements For Urban Renewal Area" in that it has herein been demonstrated to be a slum area, a deteriorated and deteriorating area, and it has herein been shown to be eligible under State law for the remedial action proposed. There is no applicable local law.

The area qualifies as being eligible as a whole for slum clearance and redevelopment under the "Legal Requirements For Slum Clearance and Redevelopment Sections Within Urban Renewal Area" in that it contains "... a substantial number of slum, blighted, deteriorated, or deteriorating dwellings or other living accommodations, the elimination of which would tend to promote the public health, safety, and welfare in the locality involved, and such area is not appropriate for predominantly residential uses."



ADMINISTRATIVE CRITERIA FOR URBAN RENEWAL AREA AND FOR SLUM CLEARANCE AND REDEVELOPMENT TREATMENT. FEDERAL LAW.

The South of Market Renewal Area is delineated in such a manner as to "Provide reasonable protection against blighting influences outside its boundaries" in that the new uses to go in the area are to be entirely light industrial and commercial which will conform to the master plan for the city, and which will be contiguous with similar unblighted uses. With the area cleared and redeveloped as contemplated there will exist south of Market Street a practically blight free unified agglomeration of commercial and light industrial uses. That the subject renewal area falls within the Urban Renewal Administrator's definition and criteria for deterioration and evidence of decline has already been demonstrated.

In order to qualify the subject renewal area in accordance with the "Administrative Criteria For 10% Non-Residential Exception", on the assumption that it will be accepted as being fit for a project "that will best serve the objective of the Federal Law," it has, first of all, already been demonstrated that the area "is not clearly predominantly residential in character" and that it "is not appropriate for redevelopment for predominantly residential uses."

Secondly, in satisfaction of the requirement that the area contains "a substantial number of slums, blighted, deteriorated, or deteriorating dwellings and other living accommodations" it is estimated that a total of 25.3% of the area "is occupied or being used for slums, blighted, deteriorated or deteriorating dwellings or buildings in which dwelling accommodations or other living accommodations constitute the predominate use," and in which "more than 50% of the usable floor space in each of such structures is devoted to dwelling or living accommodations." Of this, 10.9% represents structures in which the ground floor is devoted to commercial and industrial uses and the upper floors to residential uses.

It can clearly be seen from the foregoing recital of the conditions of blight that it is to the public interest and for the benefit of the residents within the South of Market Renewal Area that a Renewal Project be established herein, both for the purpose of removing substandard dwellings and living accommodations, the reduction of accompanying inordinant public service costs, the making available needed additional land for commercial and industrial uses and the removal of an ugly blemish from the center of the city.

Due to the aforementioned original subdivision of the large lots of the area into many small parcels of widespread ownerships and the existence thereon of numerous residential structures, and the consequent difficulty for private enterprise of the assemblage of contiguous smaller parcels into larger parcels, it is extremely unlikely that the elimination of these structures would occur within a reasonable period of time in the normal course of commercial or industrial expansion.



Because of the existing predominantly commercial and industrial nature of the area and the absence of contiguous residential uses there is no question but that the area is not appropriate for redevelopment for predominantly residential uses.

BASIS FOR AMOUNT OF FEDERAL CAPITAL GRANT  
RESERVATION REQUESTED

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The Capital Grant reservation requested amounts to \$4,000,000.

This reservation is based on the following estimates:

a.	Real Estate Purchase . . . . .	\$9,120,000
b.	Site Improvements and supporting Facilities . . . . .	150,000
c.	Planning Administration . . . . .	<u>300,000</u>
	GROSS PROJECT COST . . . . .	\$9,570,000
d.	Land Disposition Proceeds . . . . .	- <u>3,570,000</u>
	NET PROJECT COST . . . . .	\$6,000,000
	LOCAL GRANTS-IN-AID REQUIRED . . . . .	- <u>\$2,000,000</u>
	CAPITAL GRANT RESERVATION REQUESTED . . . . .	\$4,000,000





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RECOMMENDED PRELIMINARY REDEVELOPMENT PLAN, PROJECT AREA NUMBER D-1  
SOUTH OF MARKET REDEVELOPMENT AREA

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This text (Part Two) and the map entitled "Preliminary Redevelopment Plan, Project Area D-1, South of Market Redevelopment Area," (Part One) comply with the provisions of Sections 33500 and 33501 of the Community Redevelopment Law, a part of the Health and Safety Code of the State of California, concerning the project area boundaries and the preliminary plan.

1. Boundaries of the Project Area

The boundaries of the project area are described on the map by a heavy dashed line as designated in the legend. The project area is bounded by the center lines of Eighth Street, Harrison Street, Hawthorne Street, Folsom Street, Third Street, Natoma Street, Fourth Street, and Folsom Street, and comprises Assessor's Blocks 3734, 3751, 3752, 3753, 3754, 3755, and portions of Assessor's Blocks 3723 and 3750.

2. General Statement

The map is a general representation of the proposed redevelopment. This may be explained and elaborated as follows:

a. "The Land Uses"

The types of land use shown on the map are predominately industrial, classified as follows:

- 1) C-M Heavy Commercial
- 2) M-1 Light Industrial

Also included is a public park area.

b. "Layout of Principal Streets"

The layout of principal streets as shown in heavy solid lines on the map provides for the continued use of the existing grid of 82' 6" streets of acceptable standard within and bounding the project area. These principal streets provide sufficient routes for through traffic, for access to the project area, and for integration with the street system of the surrounding area. Closing of interior alleys will make possible the creation of sites of one or more acres in size with safe and efficient access. One-way operation and possible future one-way operation of the principal streets is indicated on the map.



c. "Population Densities, and Building Intensities  
and Standards"

No population density is shown for the project area since the plan provides for no residential population. No limit on density is indicated for the working population. Building intensities proposed are those suitable for the desired types of use with off-street parking and loading adequate for each specific use. The plan provides for the elimination or widening of the narrow interior alleys so that all parcels may be accessible from either a principal street or a minor access street having a width of not less than 50 feet.

These standards will result in a good physical environment if optimum use is made of modern techniques of building design and orientation and overall site arrangements. The standards proposed meet the requirements of local law and the purposes of the California Community Redevelopment Law.

3. Attainment of the Purposes of the Law

The proposed redevelopment would attain the purposes of the California Redevelopment Law for the following reasons:

a) The project area comprises a part of the larger South of Market area found and determined to be a blighted area by the Board of Supervisors of the City and County of San Francisco by Resolution No. 17269 (Series of 1939), approved by the Mayor on November 28, 1956, and designated as Redevelopment Area D, following a report and recommendation of the City Planning Commission on October 18, 1956, which was approved by the Redevelopment Agency of San Francisco on October 23, 1956.

b) The proposed redevelopment would remedy the conditions described in the above mentioned report of the City Planning Commission and in earlier reports referred to therein. It would eliminate the mixture of incompatible land uses which has created an environment detrimental to both the families living in the area and to the commercial and industrial activities located there; it would eliminate the substandard sized lots and the over crowding of land and buildings; and it would eliminate the hazardous and inefficient interior street pattern.

c) The proposed redevelopment would eliminate the blight in the area which has produced hazardous and unhealthful living conditions; would make available new sites for industrial purposes thus promoting full economic development and land utilization of the area, and would improve the economic position of the entire city by making available more job opportunities, increased payrolls, reduction in municipal expenditures for community facilities in the area, and an increased tax yield to the city.



#### 4. Conformity with the Master Plan

The proposed redevelopment conforms to the Master Plan of San Francisco. Reference is made to: 1) The Land Use Plan, Transportation and Utilities, and The Redevelopment of Blighted Areas, adopted as parts of the Master Plan by Resolution No. 2998 of the City Planning Commission, 2) The Trafficways Plan, adopted as part of the Master Plan by Resolution No. 3948 of the City Planning Commission, 3) The City-Wide Land Use Plan, adopted as part of the Master Plan by Resolution No. 4120 of the City Planning Commission, 4) the action of the City Planning Commission on October 18, 1956 approving the designation of the South of Market Redevelopment Area, 5) Resolution No. 4254 of the City Planning Commission disapproving construction of a permanent school in Columbia Square, in Block 3754, and 6) the proposed zoning ordinance submitted to the Board of Supervisors by the City Planning Commission on June 21, 1954.



REPORT TO THE PUBLIC BUILDINGS, LANDS, AND CITY PLANNING COMMITTEE, BOARD OF SUPERVISORS FROM THE CITY PLANNING COMMISSION AND REDEVELOPMENT AGENCY, NOVEMBER 19, 1956.

Submitted herewith are the recommendations of the City Planning Commission and Redevelopment Agency arrived at on October 18, 1956, and approved by the City Planning Commission on that date and by the Redevelopment Agency on October 23, 1956. The recommendations are concerned with and directed toward the resolution before you to rescind the designation of Redevelopment Area D, proposed by Supervisor Halley.

A. Summary of Conclusions and Recommendations

1. The earlier conditions of residential blight still exist in the South of Market Area.
2. Code enforcement and freeway construction have resulted in some non-residential improvements.
3. Changes in the National Housing Law now permit financial assistance for non-residential projects of the type proposed for the South of Market Area.
4. Twelve and one-third blocks are proposed for project study and for financial assistance under the revised federal law.
5. The remainder of the originally designated 19 blocks as well as the four "Swig" blocks added in 1955 are recommended for de-designation.
6. The recommended project is not a total clearance project. It is proposed 1) to clear blighted residential properties, principally situated on interior alleys, 2) to clear some obsolete and deteriorated non-residential properties, and 3) to revise the obsolete and inadequate alley pattern.
7. Such treatment would provide 1) improved circulation and access 2) expansion of sites of existing industrial enterprises, and 3) new sites for new industrial uses.

B. Purpose of Redevelopment Designation

In 1953 the South of Market Redevelopment Area D was designated by the Board of Supervisors upon the recommendation of the Redevelopment Agency and with the concurrence and approval of the City Planning Commission, in compliance with the procedures of the California Redevelopment Law.

15. RECEIVED 10/10/1964 10:10 AM 10/10/1964



Designation of a redevelopment area by the legislative body under the provisions of the Community Redevelopment Law is a necessary prerequisite to the delineation of specific project areas and actual redevelopment projects. The redevelopment area South of Market was designated so as to make possible the carrying out of two principal objectives.

- 1) the removal of pockets of residential use and of scattered residential buildings, which because of their mixture with industrial uses and because of their location on narrow alleys and small lots, constitute a substandard and blighted living environment;

- 2) the creation of larger parcels of land for industrial use, thereby eliminating conditions of blight, and improving the supply of scarce industrial land and increasing the tax base of the city.

Industrial reuse of the cleared portions of the area is in conformity with the Land Use Plan of the Master Plan and of the zoning ordinance, which classify the area as industrial. The type of projects envisioned were spot clearance projects which would make possible the closing of narrow alleys and the improvement of the circulation pattern, the expansion of existing industries, and the development of new industrial sites.

At the time of designation of Redevelopment Area D, however, it was the stated policy and objectives of the Redevelopment Agency to establish a project which would be self-sufficient. It was considered that the chief deterrent to industrial expansion was the difficulty of private assembly of land. It was thought that through the public acquisition of land, sites could be sold for industrial use at a price which would reimburse the city, through the Redevelopment Agency, for all costs incurred. This policy was established by the Redevelopment Agency because no federal aid was then available. The City's entire allotment of available federal funds were allocated to the Western Addition and Diamond Heights projects. Furthermore, under the limitations of the Housing Act of 1949, very few blocks in the designated area could have qualified for federal aid. The City Planning Commission was given a work order by the Redevelopment Agency to select a project area and prepare a preliminary plan to be effectuated by the Agency under these circumstances.

The study of the Department of City Planning soon revealed that no redevelopment project could be established as a self-sustaining project South of Market, and that a write-down on land cost would be necessary in order that industrial sites be competitively attractive compared with properties elsewhere in the city and other Bay Area locations. Because of this, and the lack of disposition by the Redevelopment Agency to consider alternative local means of financing, the preliminary plan studies were terminated by the Department of City Planning in November 1953 with the rendering of an interim report to the Redevelopment Agency.



### C. The Swig Addition

In 1954 and again in 1955 a different concept of redevelopment in the South of Market area was put forward by Mr. Ben Swig. He advocated, with a strong indication that private financial resources were available to him, a scheme for completely clearing entire blocks in the Area, not for industrial use, but for a large-scale Rockefeller Center type of development with office buildings, a hotel, a convention center, and retail shops. Architectural sketches were widely publicized which showed a development that would require the removal of substantial industrial uses including a newspaper plant and a recently completed warehouse. Although this scheme perverted the original purpose of designating a redevelopment area in the South of Market district, the Board of Supervisors in 1955 added four blocks to the nineteen blocks already designated as Redevelopment Area D. This addition encountered opposition from the owners of industrial property, which opposition has since become even more firm and vocal. Of the four blocks added to the designated area the Department of City Planning, upon request of the Director of Redevelopment, reported its opinion that only one and one-third blocks were sufficiently blighted to qualify for inclusion in the designated area under the provisions of the Community Redevelopment Law. At least one Finance Committee member approved the inclusion of the additional four blocks, however, with the understanding that further study, leading toward a project area designation, would be required under the procedures of the Community Redevelopment Law before any policy decisions would have to be made by any public agency, including the Board of Supervisors, which would have any legal affect upon property in the area.

### D. Present Demands for De-designation

The more designation of the South of Market Redevelopment Area should not have a major retarding affect on property in the area. In fact, several substantial private industrial building developments have occurred within the designated area since its designation, as well as several substantial industrial rehabilitation projects.

The demand for re-designation has come primarily from two groups: 1) property owners in the Swig blocks added to the original designated area, and 2) The Committee of South of Market Industries. Like the first group, the latter is opposed to total clearance projects which would involve the removal of substantial industries. As pointed out above, such a course would be at variance with the original objectives of redevelopment in the South of Market area.

The Resolution of the Board of Supervisors by which the South of Market Redevelopment Area has been designated declares "that the area hereinafter described is hereby found to require study to determine if a redevelopment project or projects within said area are feasible." In 1953 when the Department of City Planning made its initial study to select a project area it was determined that a project could not be established that would be self-sustaining or that would be eligible for federal aid under the Housing Act of 1949.



The Housing Act has been amended by Congress in 1954 and in 1956, however, and additional appropriations have been granted, so that a project or projects can now be established South of Market that would be eligible for federal capital grants. To this end, the recommendations summarized above and described more fully below are made.

### E. Findings and Recommendations

#### 1. The earlier conditions of blight still remain.

The South of Market area contains some of the most blighted housing in the city. The sordid squalor found in the alleys of the district typifies the type of condition for which the Community Redevelopment Law was enacted as a remedial measure. At best the residential environment is grim and unwholesome. An iron foundry is not a compatible neighbor for a school, nor does a truck terminal create an environ in which people should live and children play. At worst, the area contains the most exaggerated type of urban residential slums anywhere in California or the West. This condition, in the very core of the city, between the southern and eastern downtown gateways on the Bayshore Freeway-Bay Bridge axis and the financial and retail centers on Montgomery Street and Grant Avenue, is one which civic self-respect should require be remedied.

#### 2. Code enforcement and freeway construction have resulted in some improvement

An intensive building inspection program and a series of condemnation actions for violations of health, building, and fire codes, has resulted in the demolition of some residential structures, and the rehabilitation of others. The razed structures have been replaced by parking lots, some for general public use, and some for the private use of adjoining industries. Although this has occurred throughout the area it has not been sufficient to change the overall conditions of environmental blight in most of the blocks.

The tier of blocks in which the Bayshore Freeway, Bay Bridge, and Embarcadero Freeway approaches have been located, have been most dramatically changed and cleared of blight. In these blocks new industrial buildings have been built, and residential uses have been almost entirely displaced.

These improvements have not been sufficient however to justify total de-designation of the redevelopment area.

#### 3. The area is now eligible for federal funds

The Housing Act of 1954, adopted by Congress in August of that year, made available a limited amount of federal aid for areas such as South of Market which are not predominantly residential. Section 110 (c) of the Act includes provisions for the redevelopment of non-residential areas for non-residential purposes. To qualify for redevelopment aid under this section, an existing non-residential area must have a "substantial" amount of residential use in a blighted condition. This amount has been administratively determined by the Federal authorities to be 20 per cent of the use of the area,





measured by either floor areas or land area. Under this provision most of the blocks in the designated area can qualify as eligible for federal capital grants.

Of the total federal capital grant funds authorized by Congress, no state can receive more than 10 per cent. The present authorization for the nation is 900 million dollars, and thus California can receive 90 million dollars for capital grant or write-down purposes. The Housing Act further provides that the capital grant funds available for South of Market type projects under Section 110 (c) shall not exceed 10 per cent of all capital grants authorized. Therefore, of California's total of 90 million in grants, 9 million is available for South of Market type projects.

To date little or no action has taken place under this portion of the Housing Act, either in California or elsewhere. Recent reports from officials of the Urban Renewal Administration disclose that no community in the state has yet proceeded with a project in this manner.

4. It is recommended:

a) That the boundaries of Redevelopment Area D be modified to include the twelve and one-third blocks, now eligible for federal aid, bounded by Ninth, Mission, Sixth, Folsom, Fourth, Natoma, Third, Folsom, Hawthorne, Harrison, Eighth, and Howard Streets, and that the remainder of the area -- two and two-thirds of the Swig blocks, the freeway blocks, and the two blocks below Bryant Street -- be removed from the designated area.

b) That the Board of Supervisors authorize the making of a project application to the federal government immediately for a planning advance and a capital grant to provide for the preparation of a project plan for the redevelopment of the eleven blocks retained in the designated area.

c) That this project be carried out with the clear cognizance that its intended result is not total clearance, but spot clearance of non-industrial uses or blighted industrial uses, so that the area can become in its entirety a heavy commercial, wholesaling and light industrial area close to and a part of the heart of the city and of the metropolitan Bay Area.





THE FOURTEEN STEPS

REQUIRED BY THE CALIFORNIA COMMUNITY REDEVELOPMENT LAW

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1. Designation of Redevelopment Area  
Board of Supervisors
2. Project Preliminary Plan  
Planning Commission
3. Project Tentative Plan  
Redevelopment Agency
4. Public Hearing  
Redevelopment Agency
5. Review  
Planning Commission
6. Public Hearing  
Board of Supervisors
7. Adoption of Tentative Plan  
Board of Supervisors
8. Final Plan  
Redevelopment Agency
9. Report and Recommendation  
Planning Commission
10. Adoption of Final Plan  
Board of Supervisors
11. Owner Participation Sign-Up  
Redevelopment Agency
12. Land Acquisition  
Redevelopment Agency
13. Land Clearance  
Redevelopment Agency
14. Land Disposition  
Redevelopment Agency



UTILITIES IN REDEVELOPMENT AREA D

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Maps at a scale of 100 feet to one inch of existing and private utilities in the designated South of Market Redevelopment Area D have been prepared in the course of this study and are on file in the Department of City Planning.

The cooperation of the following city departments and private companies is gratefully acknowledged.

Department of Public Works, Bureau of Engineering

Department of Electricity

Water Department

Municipal Railway

Fire Department

Pacific Gas & Electric Company

Pacific Telephone & Telegraph Company

Western Union Telegraph Company





CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

100 LARKIN STREET • CIVIC CENTER • SAN FRANCISCO 2, CALIFORNIA

February 8, 1957

Dear Sirs:

This is to ask your help in a civic undertaking by filling in the enclosed questionnaire. Similar requests are being sent to other industries in the twelve and one-third block area in the South of Market district shown on the attached map.

This area has been designated by the Board of Supervisors of the City and County of San Francisco as an area within which a study of the feasibility and a plan for redevelopment for industrial use is to be made by the City Planning Commission and the Redevelopment Agency.

Your cooperation in returning the questionnaire will help provide adequate and accurate information so that there can be prepared an effective plan for further industrial development of the area. The purpose of redeveloping this area is to remove the existing housing. After clearance there will be many sites available for expansion of industries and commercial enterprises already established in the area. Sites for new construction will also be available.


The California Community Redevelopment Law expressly provides for participation of property owners within a redevelopment project area. The City Planning Commission and the Redevelopment Agency wish to provide the maximum opportunity for existing industries in the area, such as yours, to take advantage of the redevelopment process for the benefit of their own property.

This questionnaire is sent to you so that full advantage may be taken of the participation feature, and so that an accurate and current inventory of the industrial uses in the area may be obtained as a basis for the redevelopment plan.

Your comments and suggestions concerning the redevelopment of this area for industrial purposes are invited. Staff members will be available to answer questions at either of the addresses and telephones listed on the questionnaire, and will meet you at your office should you desire further information or discussion. A return envelope is enclosed.

Thank you for your consideration.

Very truly yours,

  
Paul Opperman  
Director of Planning



Department of City Planning  
100 Larkin Street  
HEA. 1-2121, Extension 543

Redevelopment Agency  
512 Golden Gate Avenue  
OR. 3-6134, Extension 7

CITY AND COUNTY OF SAN FRANCISCO

SURVEY OF BUSINESSES AND INDUSTRIES IN SOUTH OF MARKET REDEVELOPMENT AREA D.

Name of Firm \_\_\_\_\_ Date \_\_\_\_\_

Address \_\_\_\_\_ Block \_\_\_\_\_ Lot \_\_\_\_\_

Type of Business \_\_\_\_\_

How long has firm been at present address? \_\_\_\_\_

Do you own your space? \_\_\_\_\_ Do you lease your space? \_\_\_\_\_

What is the length of your lease? \_\_\_\_\_ What is Name and address of owner? \_\_\_\_\_

Reason for locating in this district? \_\_\_\_\_

Number of employees? \_\_\_\_\_

Building and Space Requirements:

Is your present building layout adequate for your operations? \_\_\_\_\_

Is your present interior space adequate? \_\_\_\_\_

Is your present exterior space adequate? \_\_\_\_\_

Is adequate off-street parking and loading space available? \_\_\_\_\_

Transportation Operations:

Serviced by own trucks? \_\_\_\_\_ Others? \_\_\_\_\_

Average number of truck trips per day? \_\_\_\_\_

Average number of automobile visits by clients or customers per day? \_\_\_\_\_

Approximate number of employees driving to work and parking near your plant? \_\_\_\_\_

Assuming economic feasibility, would you be interested in participating in the redevelopment of the area by:

Acquiring additional property next to your own? \_\_\_\_\_

Acquiring parking, loading or storage space elsewhere within the project area but retaining your present site? \_\_\_\_\_

Acquiring a new site within the project area? \_\_\_\_\_

Occupying new facilities constructed by others within the project area? \_\_\_\_\_

Please note any other comments regarding your participation or suggestions for re-developing the South of Market area for commercial and industrial purposes on the reverse side of this sheet. Thank you for your cooperation.







